Town of Atherton

GENERAL PLAN

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1.000 LAND USE ELEMENT

1.100 INTRODUCTION

1.110 Purpose

The Land Use Element delineates in written and graphic terms Atherton's goals, objectives and policies concerning future land uses within the Town's jurisdiction. The Element sets forth the distribution, location and extent of residential, open space and public land uses.

1.120 Relation to Other Elements

While the Land Use and Circulation Elements are the primary General Plan policy elements, other parts of the Plan contain policies and proposals which relate to the Land Use Element. Elements of the Plan which are related to the Land Use Element include Circulation, Housing, Open Space, Conservation and Noise.

1.200 LAND USE GOALS AND OBJECTIVES

1.210 Goal

To preserve the Town's character as a scenic, rural, thickly wooded residential area with abundant open space.

1.220 Objectives

1.221 To establish a framework for determining the location and extent of land uses within the Town's area of interest.

1.222 To limit the nature of land uses to those which are compatible with the overall land use planning goal.

1.223 To retain the high quality of maintenance and living environment existing in the Town's residential neighborhoods.

1.300 RESIDENTIAL LAND USE

1.310 General Description

Residential areas are designed to contain housing and related facilities such as schools and churches. Residential land uses determine the level of need for schools, public facilities, roads and parks.

1.320 Residential Land Use Categories

1.321 Residential Density and Building Intensity Standards

Residential density is expressed in dwelling units per net acre. Population density is expressed in people per acre and is derived by multiplying the average population per household by the dwelling unit density. It is assumed that the population density figures will remain relatively constant through the year 2005.

Planned residential building densities are based on the number of dwellings per net acre. Net density is defined as the horizontal projection of the gross land area in acres, less the area devoted to road rights-of-way divided into the total number of residential units. In calculating net density, areas that will be dedicated to permanent open space are included in the gross land area. In the General Plan, density ranges are used to define the broad land use categories. Specific densities are designated in the various zoning districts. Population densities were derived by multiplying the estimated 1988 population per household by the building density range. Population density numbers were rounded to the nearest whole number.

The Zoning Article of the Municipal Code limits the residential building intensity and bulk by the use of floor area ratios. The Code specifies the maximum amount of gross floor area that can be constructed on residential lots based on lot size. Floor area is defined as the total square footage of all roofed structures exceeding six feet in height on a residential lot, but not including open structures such as arbors.

TABLE LU-1: RESIDENTIAL DENSITY AND INTENSITY

Residential Land Use Category	Building Intensity (Units Per Net Acre)	Minimum Lot Area Per Dwelling (Sq. Ft.)	Population Density (Per Acre)	Zoning District Reference
Single Family	1	43,560	3	R-1A
Low Density	3	13,500	9	R-1B

1.322 Single Family, Low Density

The single family low density designation is applied to all residential land in Atherton. This land use density is intended to minimize environmental damage to sensitive, scenic and open space areas. The conventional single family detached home is the standard structural type planned for these areas.

1.330 Residential Land Use Policies

1.331 Future plans for residential development or redevelopment are severely limited due to the fact that the Town has been almost entirely developed.

1.332 The development of high density and/or high rise residential structures or commercial uses of any kind would destroy the scenic, rural and open space character of the Town, and is, therefore, prohibited.

1.333 Minimum lot sizes in hillside areas (defined as areas with average cross slopes greater than 20 percent) shall be related to the slope and shall not be less than:

Average Size Cross Slope	Minimum Lot Area
0 - 19.9%	1 Acre
20 - 34.9%	2 Acres
35% +	5 Acres

1.334 Structures higher than 34 feet shall be prohibited.

1.335 Proposed residential subdivisions, as well as proposals to replace existing homes, shall adhere to the following design criteria:

A. Maintenance of existing neighborhood environments shall be promoted by the design of the subdivision and subdivision improvements. Designs shall be visually harmonious and compatible with neighborhood character.

B. Adequate drainage and off-street parking shall be provided. Street lighting shall be kept to a minimum. Temporary or guest on-street parking areas shall be minimized.

C. Uniformity of lot design should be avoided by using such techniques as meandering streets.

D. Trees shall be preserved to the maximum extent feasible while allowing for construction within established parameters for setbacks and lot coverage.

E. Residential land uses shall be designed in accordance with the density, floor area ratio, height, bulk and other standards established by the Town.

F. All utilities installed in conjunction with new subdivisions shall be placed underground.

G. Residential land uses shall be consistent with the goals, objectives and policies of the Atherton General Plan Housing Element.

H. Second residential units are permitted when consistent with adopted standards.

I. Privacy is a factor which shall be incorporated into subdivision, subdivision improvements and home design.

J. The Town allows minimum lot size subdivisions only where such minimum lot sizes do not significantly degrade established levels of privacy, wooded areas, and/or the open space environment.

1.400 OPEN SPACE LAND USE

1.410 General Description

Open space refers to both used and unused land. It includes developed and undeveloped park lands, visually significant open lands, water areas and wildlife habitat, and undeveloped land which is intended to be retained in an undeveloped state in the future.

Open space land use is generally intended for the following purposes:

A. Outdoor recreation.

B Preservation of natural resources.

C. Managed production of resources

D. Public health and safety.

E. Lands designated for use as parks and open space on the General Plan Map are zoned POS and include Holbrook Palmer Park, the California Water Service property and other sites located throughout town. In addition, some of the lands zoned PFS, as well as many privately held parcels contribute to the town's inventory of open space.

1.420 Open Space Land Use Policies

1.421 The Town shall continue to preserve the open space characteristics of existing schools, churches and park facilities.

1.422 Land uses which diminish the open space character of the Town, such as commercial and high density residential uses, shall be prohibited.

1.500 PUBLIC AND QUASI-PUBLIC LAND USE

1.510 General Description

This land use category typically includes the types of activities and facilities which are generally recognized to be more conveniently provided by public or quasi-public agencies than by the private sector. Such uses include utilities such as water, sewer and power, basic facilities such as local government and schools, and services such as police and fire protection. Lands designated for public and quasi-public use on the General Plan Map are zoned PFS.

1.520 Public Facilities

Atherton has a wide variety of public facilities available to its residents. Some of these services and facilities are operated by the town, while any are provided by special districts and private companies. The boundaries of special districts are generally not related to or contiguous with Town boundaries.

1.530 Town Administration

Town administrative functions are centralized within the Town Hall facility located on Ashfield Road and Station Lane. This facility houses the Council Chambers, Administrative Offices, and the Town's police headquarters. The existing Town Hall was designed with adequate space to accommodate the governmental functions of the Town upon complete buildout.

1.540 Public Services: Police, Fire and Libraries

The Town of Atherton has its own police force, while fire protection is handled by the Menlo Park Fire Protection District. Library facilities are provided by a branch of the San Mateo County Library, located on Station Lane.

1.550 Public Schools

Public elementary schools in Atherton fall under the jurisdiction of three separate districts: Redwood City, Menlo Park and Las Lomitas. The number of primary school age children has declined over the years, as indicated by U.S. Census Data. Consequently, no new construction is projected. Public secondary school students generally attend Menlo/Atherton High School and Woodside High School, which are administered by the Sequoia Union High School District.

1.560 Public Utilities

The Town's water comes from the City and County of San Francisco operated Hetch Hetchy System. The water supply is delivered by the California Water Service Company. Sewage is collected by the West Bay Sanitary District and Fair Oaks Sanitary District for transmission to treatment facilities located in the eastern portion of Redwood Peninsula in Redwood City and operated by the South Bayside Systems Authority. Stormwater drainage falls under the jurisdiction of the Atherton Channel Drainage District.

1.570 Solid and Liquid Waste Disposal

Solid waste generated by the Town of Atherton is handled by Browning Ferris Industries, which hauls the waste to a disposal site at Ox Mountain north of State Route 92 and Skyline Boulevard. The Ox Mountain Ranch Sanitary Land Fill operation is divided into two phases. The first phase, which is underway, is the filling of the Corinda los Trancos Canyon. A future phase will involve the filling of Apanolio Canyon in the same vicinity. Liquid wastes are collected by the West Bay Sanitary District and Fair Oaks Sanitary District and transmitted to facilities operated by the South Bayside Systems Authority in Redwood Shores.

1.580 Public and Quasi-Public Land Use Policies

1.581 Town administrative functions shall be located primarily at the Ashfield Road/Station Lane Administrative facility.

1.582 Surplus school sites and other public lands shall be used for purposes which are compatible with the surrounding neighborhood and consistent with the General Plan land use designation.

1.583 The Town shall practice the use of drought tolerant vegetation in future landscaping of public lands to reduce the need for irrigation.

1.600 AREAS SUBJECT TO FLOODING

There are no areas within the Town identified as flood prone according to the Federal Insurance Administration.

LU-1

SELBY MIDDLE SCHOOL

BEAR GULCH

I-280

ATHERTON

LOS LOMITAS ELEMENTARY SCHOOL

CIRCUS CLUB

ST. JOSEPH'S AND SACRED HEART SCHOOLS

MENLO COLLEGE

TOWN HALL

HOLBROOK PALMER PARK

ENCINAL ELEMENTARY SCHOOL

MENLO ATHERTON HIGH SCHOOL

LAUREL ELEMENTARY SCHOOL

US - 101

MENLO PARK

ATHERTON GENERAL PLAN

LAND USE AND CIRCULATION PLAN DIAGRAM

SCALE IN FEET 0 800 2000 5280

- LOW DENSITY SINGLE FAMILY RESIDENTIAL
- PARKS AND OPEN SPACE
- PUBLIC FACILITIES AND SCHOOLS
- FREEWAY
- STATE HIGHWAY
- MINOR ARTERIAL
- COLLECTOR

2.000 CIRCULATION ELEMENT

2.100 INTRODUCTION

2.110 Purpose

The Circulation Element describes facilities and policies for the movement of people and goods throughout the Town. It includes a plan of roadways, in addition to facilities for pedestrian, bicycle and rail transportation. Since Town policy seeks to preserve all streets and highways as scenic routes, this Element shall also serve as the Scenic Roadways Element of the General Plan.

2.120 Relation to Other Elements

The Circulation Element is most closely related to the Land Use and Housing Elements. It is particularly essential that the Circulation Element reflects and reinforces the goals and objectives set forth in the Land Use Element. Specifically, roadways and other transportation facilities must be planned and designed under the overriding principle of maintaining the Town's rural character.

2.200 CIRCULATION GOAL AND OBJECTIVES

2.210 Goal

To develop a circulation system that is compatible with the needs of various land uses planned within the Town of Atherton.

2.220 Objectives

2.221 To preserve the streets of Atherton as scenic routes.

2.222 To minimize the encroachment of the circulation network on the residential and open space uses which prevail throughout most of the community.

2.300 ROADWAYS

2.310 General Description

Roadways in the Town of Atherton may be divided into four classifications: highways; minor arterial streets; collector streets and local streets. While the vast majority of Atherton's roadways fall into the last category, each of these four categories is represented by at least one road. The following table shows the

normal range of traffic capacity for each type of roadway, in terms of average daily traffic (ADT).

TABLE C-1: TRAFFIC CAPACITY BY ROAD TYPES

Road Type	Volume (ADT)	Lanes
Freeways & Highways	Greater than 50,000	4-10
Minor Arterial	10,000-25,000	2
Collector	2,500-12,000	2
Local Streets	Less than 1,000	2

2.320 Freeways & Highways

Freeways are multi-lane facilities with no fixed interruptions to traffic flow. The Town of Atherton contains no freeways; however, the Junipero Serra Freeway (Interstate 280) abuts the western edge of the incorporated Town limits. The single highway through the Town is El Camino Real (State Route 82) which provides for through traffic.

2.330 Minor Arterial Streets

Minor arterials are streets with traffic signals that primarily serve through traffic and provide access to abutting properties as a secondary function. The main role of minor arterial streets is to link residential districts to other transportation facilities and to act as emergency service and evacuation routes.

2.340 Collector Streets

Collector streets provide both land access and traffic circulation service within residential areas. Unlike minor arterials, their operation is not always dominated by traffic signals. While not as important as minor arterials, collector streets should still be designed to carry through traffic. Their function is to transfer traffic from local traffic generators (homes, schools, etc.) and local streets to arterials.

Table C-2 below lists Atherton's major streets and their classification by road type.

TABLE C-2: MAJOR STREETS CLASSIFIED BY ROAD TYPE

Street	Between	And
	HIGHWAYS	
El Camino Real	City Limits	City Limits
	MINOR ARTERIALS	
Middlefield Road	City Limits	City Limits
Marsh Road	Middlefield	City Limits
Alameda de las Pulgas	City Limits	City Limits
	COLLECTORS	
Atherton Avenue	Ridgeview	El Camino Real
Encinal Avenue	City Limits	Middlefield
Fair Oaks Lane	El Camino Real	Middlefield
Glenwood Avenue	City Limits	Middlefield
Oak Grove Avenue	City Limits	Middlefield
Ravenswood Avenue	City Limits	Middlefield
Ringwood Avenue	Middlefield	Bay
Valparaiso	City Limits	El Camino Real
Watkins	El Camino Real	Middlefield

2.350 Local Streets

Aside from the roadways cited above the remainder of Atherton's roads are classified as local streets. Such roads are used to provide access to abutting property, locations for easements, open space for light and air and a fire break between buildings. Carrying traffic is a secondary function of local streets and they should be designed to discourage through traffic.

2.360 Street Standards

The general standards for street right-of-way and improvements are listed in C-3 below. Local conditions may necessitate modification of these standards where topography, building location or other conditions warrant. Detailed standards for street improvements are set forth in the Atherton Municipal Code.

TABLE C-3: STREET STANDARDS

Street Category	Pavement Width	Right-of-Way Width
Minor Arterial	24'	60'
Collector	24'	50'
Local	20'	40'
Cul-de-Sac	18'	30'

2.370 Roadway Policies

2.271 No street under the jurisdiction of the Town shall be more than two lanes in width.

2.372 Meandering street lines shall be preserved consistent with traffic safety.

2.373 A public street shall be accepted by the Town only on the condition that it has been improved in accordance with Town standards existing at the time of acceptance.

2.374 Use of Town streets as thoroughfares by trucks and other large vehicles shall be carefully controlled.

2.375 Paving for temporary on-street parking within the roadway right-of-way will be prohibited.

2.376 Valley gutters or rolled curbs may be required in all new subdivisions.

2.400 SCENIC ROADWAYS

2.410 General Description

Scenic roads are an important resource to San Mateo County and to Atherton for both aesthetic and recreational purposes. Scenic corridors can best be defined as the visual land area outside the road right-of-way and generally described as the "view from the road". It is within this area that development standards are applied to retain and enhance scenic qualities and restrict unsightly use of the land. These standards may include architectural and site review procedures and regulations on building setbacks, signs, grading, tree removal and underground utility lines. The Junipero Serra Freeway (Interstate 280) is the only roadway located in Atherton's Sphere of Influence which has been designated as a scenic highway pursuant to the provisions of Section 260 et seq. of the California Streets and Highways Code. However, it is Town policy to preserve all streets and highways as scenic routes.

2.420 Scenic Roadway Policies

2.421 All streets and highways in the Town of Atherton shall be preserved as scenic routes.

2.422 The development of arterial streets and/or highways through the Town shall be prevented to minimize disruption of its scenic features.

2.423 The intrusion of El Camino on the ecology of the Town shall be minimized to the greatest extent possible by:

A. Preserving center planting on El Camino Real;

B. Minimizing the number of lots with access onto El Camino Real;

C. Promoting the maintenance of walls, shrubbery and trees along the sides of El Camino Real.

2.424 For reasons discussed above the Town also seeks to minimize the number of lots with access onto Alameda de las Pulgas and Middlefield Road.

2.425 On-street and visible off-street parking of vehicles and other means of transportation shall be carefully controlled.

2.426 Street lights and signs shall be kept to a minimum.

2.427 Specimen trees located in the right-of-way shall be preserved to the extent consistent with traffic safety.

2.500 TRANSIT AND RAIL TRAFFIC

2.510 General Description

The San Mateo Transit District provides intra-county bus service to all of the cities of Bayside San Mateo County. The Transit District has assumed the commute function of the Greyhound Line within the County. Local service is available via routes along El Camino Real and Middlefield Road.

Rail service to Atherton consists of the Southern Pacific Railroad line from San Jose to San Francisco with access points at the Menlo Park, Atherton and Redwood City train stations. Southern Pacific and Cal Train provide both commuter and freight services through the Town.

2.520 Transit and Rail Traffic Policies

2.521 The Town seeks to minimize, to the greatest extent possible, the environmental impact of transit and rail facilities on the rural and open space features of the community.

2.522 The Town shall support the continued operation and upgrading of commuter service operated over the Southern Pacific Railroad right-of-way between San Jose and San Francisco.

2.523 The Town desires to limit public bus service to the use of El Camino Real and Middlefield Road.

2.600 BICYCLES

2.610 General Description

Because of the scenic nature of the Town of Atherton most public roadways are suitable for use by bicycles. The bicycle routes planned for Atherton are shown on the map in the Open Space Element.

2.620 Bicycle Policies

2.621 Standards for designation and construction of bike routes in Atherton shall be those adopted by the California Department of Transportation.

2.622 Wherever possible suitable bicycle paths should be developed and maintained.

2.623 Bicycle paths separating bicycles from vehicular traffic are considered desirable.

2.700 PEDESTRIAN TRAFFIC

2.710 General Description

As is the case with bicycle traffic, the fact that the entirety of Atherton's circulation network is scenic in nature makes these roadways attractive to pedestrians. Town residents who walk or jog for exercise along local roadways constitute the vast majority of pedestrian traffic in Atherton.

2.720 Pedestrian Traffic Policies

2.721 No new vertical curbs or sidewalks shall be constructed, as their presence would be incongruent with existing development.

2.722 Suitable pedestrian paths along existing minor arterials shall be maintained.

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3.000 HOUSING ELEMENT

3.100 INTRODUCTION

3.110 Purpose

The State of California requires that all cities within the San Francisco Bay Area update the Housing Element of their General Plan by July 1, 1990. The purpose of this document is to meet this requirement by evaluating the existing and projected housing needs of all economic segments of Atherton, evaluating existing policies and programs aimed at the preservation, improvement and development of housing and developing new ones.

The contents of this update include an analysis of housing needs, statements of goals and policies, a schedule of programs and actions and an estimate of the number of housing units the Town expects to be developed, improved and maintained in the local housing stock. Programs and policies included in the existing Housing Element are evaluated and modified where necessary to reflect changing market conditions and policy priorities.

3.120 Definition of Income Categories

Since the determination of housing need is often discussed in terms of income categories, it is important to define the categories used in this update at the outset. The U.S. Department of Housing and Urban Development (HUD) has established household income categories based on a proportion of the area's median family income as summarized below:

TABLE H-O: HUD INCOME CATEGORIES DEFINED

Income Category	% of Median
Very Low Income	Below 50% of Median
Low Income	50-80% of Median
Moderate Income	80-120% of Median
Above Moderate Income	Above 120% of Median

The income limits established by HUD for San Mateo County in 1990 are presented in Table H-1.

3.130 Relation to Other Elements

The Housing Element is closely related to the Land Use, Open Space and Circulation Elements. In the Housing Element, residential land use is translated into terms of household units to be accommodated in the future. Lands designated for residential use are identified in the Land Use Element; the location, site area and terrain suitable for housing is related to both open space and land use; and the capability of serving residential neighborhoods by an efficient circulation system is discussed in the Circulation Element. Consistency with other General Plan Elements has been achieved by revising all elements concurrently with the Housing Element Update and utilizing the same planning consultant for all General Plan element updates.

TABLE H-1: INCOME LIMITS BY HOUSEHOLD SIZE, 1990

	Number of Persons in Family							
Income Category	1	2	3	4	5	6	7	8
Very Low	$18,100	$20,700	$23,250	$25,850	$27,900	$30,000	$32,050	$34,100
Low	$25,000	$28,550	$32,150	$35,700	$37,950	$40,150	$42,450	$44,650
Median	$31,900	$36,500	$41,050	$45,600	$48,450	$51,300	$54,150	$57,000
Moderate	$38,300	$43,800	$49,250	$54,700	$58,150	$61,550	$65,000	$68,400

Source: HUD figures for San Mateo County, 1990

3.140 Information Sources for the Housing Element Update

Data from the 1970 Federal Census formed the basis of the 1983 Atherton Housing Element. Unfortunately, the results of the 1990 Census will not be available until late 1992. In many cases, key indicators such as income estimates, housing prices and rents have been updated using the best available information from the Department of Finance, HUD, local Realtors and other sources. In some instances, however, it has not been possible to forecast beyond the 1980 Census data in updating the 1983 Housing Element. This is especially true with respect to information gathered at the census tract level. In such cases, efforts are made to assess recent trends in the accompanying text. A technical revision of this document to reflect the results of the 1990 Census should be undertaken when these data become available.

3.200 ASSESSMENT OF HOUSING NEEDS

3.210 Population and Employment Characteristics of Atherton

The 1983 Housing Element contains background information on the Town's population and employment characteristics, including historic population growth, age and income characteristics of the population and the condition of the housing stock. An attempt was made to update this data to reflect changes which occurred during the 1980's. In brief, the population of the community has grown slowly for the past two decades, and is likely to continue a slow growth pattern to the year 2010. The 1980 Census counted 7,797 residents. In January of 1990, the Department of Finance (DoF) estimated the Town's total population at 7,965. If the Town's population grows at the 0.2% annual rate forecast for San Mateo County by the DoF, it will reach an estimated 8,224 by 2010. This would be slightly lower than the Association of Bay Area Governments' (ABAG) 2005 population projection of 8,300.

In 1980, 23% of the population was under eighteen years of age, 641'a was between the ages of eighteen and sixty-four, and 13% was sixty-five years or older. Age groups are generally dispersed evenly throughout the community.

The social and economic profile of Atherton residents indicated by the Census suggests that the population is largely white and consists mostly of upper income households. In 1980 the median household income for Atherton was over 150% higher than the San Mateo County average, according to the Association of Bay Area Governments (ABAG). The 1990 estimate of ABAG for Atherton's mean household income is $123,000. The population and household characteristics outlined above are unlikely to have changed significantly since 1980, based on the small amount of housing turnover and residential growth which has occurred during this period.

3.220 Housing Characteristics of Atherton

Background information on the housing and household characteristics of Atherton is appended to the 1983 document. The appendix includes analysis of the number, condition and cost of housing units, the size, tenure and income of households and trends in building permit activity. This data was updated to the maximum feasible extent.

In 1980, 2,502 units were estimated in Atherton by the DoF. The total number of units according to the 1980 Census was 2,426. In January of 1990 the DoF estimated the total number of housing units in Atherton at 2,586. This would indicate a total increase from 1980 to 1990 of 84 units, for an average annual construction rate of 8.4 units according to DoF estimates. This estimated

increase includes annexations as well as new construction. Based on the Town's building permit records, 145 housing units were built between 1980 and December, 1989 for a ten year average of 14.5 units per year. Fifty-nine demolitions occurred over the same ten year period, suggesting that many of the new homes built during the decade were replacement structures. The data also suggest that the Town's rate of both construction and demolition increased somewhat during the latter part of the decade. This indicates that homes are being replaced at an increasingly rapid pace. Alterations, additions and major home repair projects also occurred frequently with a total of 1,059 permits issued from January, 1980 to December, 1989. Roughly 61 percent of these permits were issued after 1985. Because of the high rate of home replacement and rehabilitation, the condition of the housing stock is sound, with few units in need of substantial repairs and none in need of replacement, based on local field observations and building officials' estimates.

The Town's average household size has gradually declined, and is expected by ABAG to be 2.98 in 1990 and decline to 2.94 by 2005 compared to County-wide averages for 0 units by the 1980 Census. This is probably due to the large average size of Atherton homes (7.93 rooms per unit mean in 1980).

In 1980, 96% of the homes in Atherton were owner occupied compared to 60% in the County as a whole. Rental units appear to be somewhat evenly distributed throughout the community.

The median home value in Atherton was $233,463 in 1980. Currently, most homes in Atherton are offered at prices in excess of $1,000,000. The Coldwell Banker Residential Real Estate Survey (see Table H-2) estimates the range of home prices in Atherton at $945,000 to $1,450,000.

Median monthly rents in Atherton were reported at $499 by the 1980 Census. According to the latest rent survey by the Bay Area Council , median rents in San Mateo County have risen to $825 for a two-bedroom apartment. The median advertised rent of two-bedroom apartments in the lowest tenth percentile of all available two-bedroom units in San Mateo County increased from $650 in January 1988 to $700 per month in January 1989. In view of Atherton's generally higher home prices, it is likely that rents within the Town fall along the upper range of those found in San Mateo County.

3.230 Income to Housing Cost Correlation

Table H-2 provides estimates of the maximum affordable housing payment by income category and the number of Atherton households which fall into each category. The total number of households is based on the January 1, 1990 DoF estimate, and the income figures are derived from ABAG's 1990 projection for the Bay Area Region ($46,200 mean). The distribution of households by income

category is based on an extrapolation of the 1980 income distribution. It should be noted that although this method is consistent with state planning guidelines, it has probably resulted in an over-estimate of Atherton's low income population in view of the Town's high household incomes relative to the Bay Area mean. The actual number of households by income category will be determined by the 1990 Census.

A comparison of the income figures presented in Table H-2 with the housing cost estimates discussed in the previous section suggests a serious affordability problem among Atherton's low- and moderate-income population. The estimated monthly payments for a home in Atherton are well beyond the affordability limits of all of the Town's low- and moderate-income households, as well as many of its above moderate-income households.

A significant proportion of low- and moderate-income residents of Atherton are spared from housing affordability problems because they purchased their homes when prices and interest rates were lower. This is especially true of many elderly low-income residents. Analysis of 1990 Census Data will provide a more thorough understanding of this component of the Town's low-income population. Additional mitigation of the Town's housing affordability problem is provided by the large number of guest cottages and domestic quarters; up to four percent of the homes in Atherton feature such structures, providing affordable housing opportunities for more than 100 low-income households. Town policy has been to encourage the use of such dwellings for affordable housing.

The above analysis suggests that low- and moderate-income Atherton residents who are not likely to be spending more than the standard 30% of their incomes on housing are those who occupy secondary or shared units and those who purchased their homes before the rapid escalation of housing prices in the 1980's. Renters and recent home buyers, as well as prospective home buyers, face serious affordability problems in the existing Atherton housing market. This conclusion is supported by ABAG's recent estimate that 65% of all low-income homeowners and 58% of all low-income renters in Atherton are presently overpaying for housing. Although housing price increases slowed somewhat during the last months of 1989 and in the first quarter of 1990, much of this "softening" has been in the upper end of the market while rents and prices for entry level houses remain firm.

TABLE H-2: ESTIMATED INCOME AND HOUSING AFFORDABILITY OF ATHERTON

Households in Income Category			1990 Gross Income		
Category	Number	Percent	Annual	Monthly	Maximum Monthly Housing Payment[1]
Very Low	129	5	$23,100	1,925	$ 577
Low	103	4	$36,960	3,080	$925
Moderate	129	5	$55,440	4,620	$1,386
Above Moderate	2,225	86	$55,440+	4,620+	$1,386+

Source: Based on DoF household estimates for 1990, ABAG's 1990 estimate of mean household income for the Bay Area region and the income distributions reported by the 1980 Census.

3.240 Determination of Housing Needs to 1995

Regarding the determination of local housing need, Article 10.6, Section 65588 of the Government Code, states the following:

> "Based on data provided by the Department of Finance, in consultation with each Council of Government, the Department of Housing and Community Development shall determine the regional share of statewide housing need ... Each locality's share shall be determined by the appropriate Council of Governments consistent with the criteria above" (emphasis added).

3.241 ABAG Housing Needs Determination

In February 1989, DoF projected that San Mateo County would grow by approximately 11,000 households between 1988 and 1995. Assuming that Atherton's share of this growth is the same as its present percentage of the County's population, the Town can be expected to experience an increase of 150 households. ABAG has conducted local projections which indicate that Atherton will grow by an estimated 120 households between 1988 and 1995 (Projections 90). Over this same time period, ABAG has determined that Atherton has a "total projected

[1] Calculated on the basis of the generally accepted standard of 30 percent of monthly income.

need" of 54 additional housing units based on its Housing Needs Determinations report as updated by Projections 90 data.

3.242 Atherton's Quantified Housing Objectives

The objective of the Town of Atherton is to facilitate the addition of 54 units to the housing stock during the 1988-95 period, consistent with the housing needs estimate of the Association of Bay Area Governments. The Town shall endeavor to ensure that the aforementioned units be distributed by income level as follows:

TABLE H-2A: ATHERTON'S 1989-95 HOUSING OBJECTIVES

Income Category	Units
Very Low	8
Low	6
Moderate	9
Above Moderate	31
Total	54

The housing policies and programs set forth in this document are intended to achieve the above housing production figures within the 1988 to 1995 planning period.

3.250 Analysis of the Needs of Homeless Residents

Recent amendments to Housing Element law require communities to identify and quantify, where feasible, the extent of homelessness needs within their jurisdiction. The following sections are intended to address these requirements.

3.251 Estimated Number of Homeless in Atherton

In July, 1986 the San Mateo County Department of Community Services surveyed twenty-nine Social Service agencies that deal with the homeless in order to estimate the total number of homeless per year in the County. That study estimated the number of homeless at 5,000-6,000 persons. Telephone interviews conducted with several service providers in November 1989 yielded similar estimates of the number of homeless persons in the County.

Because of the high income level of most of the Town's residents and its lack of commercial land uses, it is unlikely that a significant number of homeless persons make their residence in Atherton. On the other hand, the Town's abundance of wooded open space could make it an attractive stopping point for transients. In the absence of a systematic assessment of the homeless population, the number

of homeless in Atherton has been estimated based on the Town's share of the County population. This figure will be adjusted based on the results of the 1990 Census.

Based on January 1990 Department of Finance estimates, Atherton has 1.4% of the County's total population. Assuming that the Town's share of the County's homeless population is the same as its overall percentage, and applying the 1.7% figure to the County-wide homeless estimate, results in an expected homeless population of 70-84 per year in Atherton. Based on the aforementioned study, it can be assumed that 40% of these people are single individuals while the remainder are persons in families. It is important that this estimate represents the number of people who find themselves homeless at some point within a given year. The number of. people who are actually homeless on any particular day will be substantially lower because many homeless people do not remain homeless all year long.

3.252 Quantification of Available Homeless Assistance Resources

Shelters and homeless assistance programs are the main resources available to homeless residents of San Mateo County. In 1988 there were three transitional housing shelters operating within San Mateo County serving homeless families with children. Based on the number of clients served during the first five months, these shelters served an estimated 1,130 people in 1988. There are also several more specialized shelters for Persons with substance abuse problems and mental illnesses, for victims of domestic violence and for veterans. These shelters served approximately 550 persons in 1988 based on the ratio of available beds to number of persons served within the family shelters. Finally, the County's temporary win-ter shelter" served 457 people in the winter of 1988. Collectively, therefore, existing shelters in San Mateo County served an estimated total of 2,137 people in 1988. The County's three main homeless assistance programs (Salvation Amy, AFDC and Community Action Agency) served a combined total of 3,649 homeless persons in 1988 based on estimates derived from figures contained in the Comprehensive Homeless Assistance Plan for San Mateo County. Combining the estimated number of people served by shelters with the number of residents receiving funds from homeless assistance programs results in a total estimate of 5,786 homeless persons who received some form of assistance in San Mateo County in 1988.

3.253 Determination of Unmet Homeless Needs in Atherton

If the shelters and assistance programs discussed above were evenly distributed throughout the County's homeless population, and if they provided adequate levels of assistance to resolve these persons' housing problems, then it could be argued that existing programs are adequate to meet the needs of the County's estimated homeless population. This is not the case. Most of the County's

shelters and assistance programs are temporary in nature and are not designed to address ongoing housing affordability problems. Moreover, some of the homeless benefit from more than one program, while others receive no assistance at all, resulting in double-counting though accurate estimates of how many are overserved and underserved are impossible to derive. While there does not appear to be a significant discrepancy between the number of homeless persons in the County and the number of persons receiving assistance, there are still unmet needs in terms of the adequacy of benefits provided by existing programs and their availability throughout the County.

The above analysis suggests that while most of the Town's estimated homeless residents probably receive some form of assistance, the assistance may be inadequate to resolve fully their shelter needs. Rather than a shortage of existing programs, the Town and County are confronted by limited program effectiveness in the face of accelerating housing affordability problems. Programmatically, therefore, Atherton should focus on encouraging support for existing shelters and programs rather than establishing new ones.

3.254 Homeless Assistance Action Programs

A. Encourage private contributions to existing shelters and homeless assistance programs.

B. Direct the Police Department to handle all cases involving homeless assistance needs, providing information and referral to appropriate social service agencies.

3.260 Other Special Needs Groups

Other special needs groups include elderly residents, disabled, large families, female-headed households and farm workers. The technical revision which will be conducted when the 1990 Census data become available will include detailed estimates of changes in the number of residents falling into each of these categories. The estimates presented below are based on an extrapolation of 1980 Census estimates applied to the 1990 estimate of households derived by Department of Finance.

Special Needs Group	1980 Estimate	1990 Estimate
Elderly Households	1,006	1,027
Persons with PublicTransportation Disability	168	172
Large Families	375	401
Female-Headed Households	333	363
Farming, Forestry, Fishing Workers	90	92

3.261 Elderly Households

It is estimated that approximately 1,027 persons over age 65 lived in Atherton in 1990, representing about 13 percent of theTown's population. Housing needs of the elderly are related to their decreased mobility and smaller living space requirements. Also, housing for the elderly should be located in close proximity to medical, commercial and recreational facilities. Policies which address the housing needs of the elderly include 5.122 A, B and D; 5.311 and 5.321.

3.262 Disabled Residents

The number of persons with a public transportation disability in Atherton is estimated at 172. While not all such persons require special housing, many need specially designed units, located near shopping, transportation and services. Policies 5.311, 5.321 and 5.411 focus on the housing needs of this component of the population.

3.263 Large Households

Atherton has 401 estimated large households. In many communities, households of five or more members may have difficulties finding housing of sufficient size and affordability. In Atherton, however, the large number of rooms per dwelling (7.93) indicates that a sufficient number of homes exists to accommodate such households. The primary policy which may be of benefit to large households is 5.122G, which calls for a minimum percentage of affordable units to be built. Policies prohibiting housing discrimination are also applicable to households of this nature.

3.264 Female-Headed Households

The number of female-headed households in Atherton was estimated at 363 in 1990. The special needs of this group include low cost housing, suitable for children and located near schools and child care facilities. Innovative shared living arrangements, including congregate cooking and child care, would also be suitable. Policies contained in the Housing Element Update which benefit this group include those intended to prevent discriminatory housing practices and promote housing affordability. It should be pointed out, however, that in 1980 only 17.4 percent of female-headed households in Atherton had children, indicative of a large proportion of households headed by older, childless females. Thus, the problems of female-headed households in Atherton are probably less severe than in communities with a higher proportion of families with children headed by females.

3.265 Farm Workers

Although the number of workers employed in fishing, forestry and farming is estimated at 92, most of these workers are gardeners, many of whom occupy on-site affordable housing units. The housing needs of such workers are adequately addressed through the availability of second dwelling units.

3.300 AVAILABLE SITES AND CONSTRAINTS TO HOUSING DEVELOPMENT

3.310 Inventory of Sites Suitable for Residential Development

Table H-3 identifies several sites which are considered to be suitable for residential development. These sites are shown graphically on Exhibit H-1. As these data indicate, the Town is virtually built out. Accomplishment of the housing production objectives set forth in Section 2.420 would result in the development of nearly half of all remaining residential sites considered suitable for development. Clearly, limited land availability constitutes a significant constraint to the provision of housing in Atherton. Nevertheless, sufficient sites exist to enable the Town to meet its regionally defined share of future housing need.

3.320 Analysis of Government Constraints

3.321 Land Use Controls

The General Plan and Zoning Ordinance of a community are two primary tools for planning and regulating land use.

A. General Plan. The Town of Atherton has recently updated its General Plan. The General Plan reveals that the most significant constraint to housing development is land availability. Most of the Town's land acreage is developed at existing General Plan densities.

B. Zoning Ordinance. The Atherton Zoning Ordinance designates land uses, height. bulk, density and parking standards throughout the city. The Zoning Ordinance was designed for consistency with the General Plan.

TABLE H-3: VACANT AND DEVELOPABLE LAND SURVEY

PARCEL# [1]	ZONING DISTRICT[2]	# OF UNITS NOW PRESENT	APPROXIMATE AREA (ACRES)[3]	ADDITIONAL # OF UNITS ALLOWABLE UNDER ZONING[4]	SUITABILITY CLASSIFICATION[5]	APPROXIMATE # OF ADDITIONAL UNITS SUITABLE
1	A		6.2	6	A	5
2	A	6	9.4	5	B	5
3	A	4	23.8	19	B	17
4	A	13	23.0	8	B	8
5	A	0	68.0	55	C	0
6	A	1	4.5	3	B	3
7	A	1	10.2	7	B	7
8	A	3	8.0	3	B	3
9	A	1	5.7	4	3	4
10	A	3	7.0	4	a	4
11	A	3	6.8	3	a	3
12	A	3	9.4	4	B	4
13	A	2	9.1	5	8	5
Additional Vacant or Divisible Parcels				44		44
TOTALS		112		170		112

The Ordinance provides a variety of lot sizes with densities ranging from one dwelling unit per five acres to three units per acre. Although the Town's low allowable densities constitute a constraint to affordable housing development, the impact is offset somewhat by the relatively large proportion of homes containing second dwelling units. In addition, Atherton's large homes provide ample opportunities for shared housing. These characteristics of the local housing stock enable the Town to meet its regional share of affordable housing without the removal of density constraints.

3.222 Building Codes

The latest edition of the Uniform Building Code is enforced in Atherton. The Town's Building Department sees that new residences, additions, auxiliary structures, etc., meet all of the latest construction and safety standards. Building permits are required for any construction work.

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[1] Numbers correspond to those shown on Exhibit H-1

[2] District A requires a one-acre minimum lot size; District B requires a 13,500 square foot minimum lot size.

[3] Measured from base map 1"=600 scale with a polar planimter

[4] If street were not constructed adjacent to the parcel, an additional 20 percent was subtracted from the minimum lot size

[5] A: very suitable; B: somewhwat suitable; C: not at all suitable

3.323 Permit Processing, Procedures and Fees.

Building permits must be secured before commencement of any construction, reconstruction, conversion, alteration or addition. Approval of permit applications is based on conformity with the Zoning Ordinance, although the Town has the power to grant variances from the terms of the ordinance within the limitations provided in the ordinance. Planning and permit fees are summarized by Table H-4. In general, permit fees and processing times are similar to those in other Peninsula communities and are not regarded as significant constraints to housing development.

TABLE H-4: PLANNING AND BUILDING PERMIT FEES, 1990

Type of Fee	Amount
Building Permit	$ 2,040
Lot Line Adjustment	1,000
Minor Subdivision	3,500
Major Subdivision	5,000
Final Map	2,000
Use Permit	400
Negative Declaration	400

Rates listed are based on a $500,000 home and will vary depending on valuation.

3.324 Availability of Assistance Programs.

Atherton does not have sufficient staff or financial resources to undertake major housing assistance programs without substantial backing by state or federal agencies. Recent reductions in funding levels of federal and state assistance programs place the Town in a tenuous position, particularly with respect to local programs requiring such assistance. The diminishing availability of outside assistance programs must be viewed as a constraint to affordable housing.

3.330 Analysis of Non-Governmental Constraints

Land scarcity and high real estate prices are the most significant nongovernmental constraints to affordable housing in Atherton. Vacant lots are few in number and render discussions of lot prices virtually meaningless. If they were available, single family lots within Atherton would be priced in the area of $1,000,000 based on discussions with local real estate professionals. The lower priced parcels, if available, are in the eastern portion of the Town. Overall Bay Area purchase prices are plotted in Figure H-1. Given the County's status among the state's leaders in housing prices and Atherton's position at the top of County-wide housing prices, this makes Atherton one of the nation's most expensive housing

markets. This is a result of economic forces which are well beyond the capacity of the local government to influence or control. In this context, it is difficult to think in terms of market-based affordable housing provision.

Low vacancy rates (see Table H-5) are an important factor contributing to high housing values in Atherton. High interest rates, as indicated by Figure H-2, pose additional non-governmental constraints to affordable housing. Home financing, however, is generally available and there do not appear to be any mortgage deficient areas within the community.

3.340 Summary of Resources and Constraints to Housing Development

Approximately 123 acres of land exist in the Town of Atherton which could support approximately 112 units, assuming that development occurs as suggested in Table H-3. Because the community is virtually built out, the potential effectiveness of Zoning Ordinance revisions and other policy mechanisms designed to promote housing affordability is severely limited. The constraints associated with high market prices and other factors beyond the control of local government outweigh the governmental constraints to housing development in Atherton.

3.400 EVALUATION OF EXISTING HOUSING PROGRAMS AND PROPOSED NEW PROGRAMS

3.410 Existing Housing Programs

The 1983 Housing Element identified a number of programs designed to facilitate affordable housing. Programs with quantified objectives include the Shared Housing Program and the Cottage Housing Rental Program, each of which had a goal of 30-35 units.

Results of the Cottage Housing Program indicate that 12 additional units were added from 1985-1990, representing roughly one-third of the Town's objective. Since not all cottage units being rented have registered with the Town, it is likely that the number of such dwellings increased by many more than 12 over the previous five years. Results of the Shared Housing Program will not be known until 1990 Census data are available. It is expected, however, that the goal of 30-35 units has been exceeded.

TABLE H-5: HOUSING VACANCY RATES, SAN MATEO COUNTY, 1988

Jurisdiction	Single-Family Detached	Multi-Family	All Housing Types
Belmont	0.8	4.2	2.0
Brisbane	1.5	3.5	2.2
Burlingame	1.3	2.8	1.9
Daly City	0.5	2.7	1.2
Half Moon Bay	0.9	2.9	1.0
Menlo Park	0.8	1.5	1.0
Millbrae	0.8	2.5	1.3
Pacifica	0.5	5.2	1.6
Redwood City	1.4	2.2	1.7
San Bruno	0.8	1.6	1.1
San Carlos	0.8	2.0	1.1
San Mateo	1.1	2.4	1.7
South San Francisco	0.6	0.4	0.6
San Mateo County	0.9	2.4	1.4

Source: Federal Home Loan Bank of San Francisco. Housing Vacancy Survey -- San Francisco Metropolitan Statistical Area, 1988.

Programs contained in the 1983 Housing Element without quantitative objectives include provision of incentives (such as zoning ordinance variances and encouragement of lot splits) for private housing development, rehabilitation of existing housing, participation in a sub-regional housing task force, establishment of contacts with local philanthropic organizations and employee housing programs. Of these programs, encouragement of private construction appears to have been

the most effective, based on the fact that the rate of new construction increased slightly from 13 to 14.5 units per year. Home rehabilitation efforts were also somewhat successful , in view of the 1,059 permits issued during the 1980's and the accelerated rate of permit issuance during the latter part of the decade. The remaining programs without quantitative objectives yielded few measurable results during the previous review period.

3.420 1990-95 Housing Programs

Atherton plans to continue its existing housing program strategy for the 1990-95 review period with intensified implementation efforts in light of what has been learned from the experience of the past several years. Table H-6 indicates the objectives for each program as they relate to the housing needs identified by ABAG.

Based on the evaluation of existing programs presented in the preceding section, it will be necessary to increase awareness of the Cottage Housing Program through press releases and issuance of an information pamphlet. These improvements, combined with the reduced quantitative objective for this program, should result in attainment of the 1990-95 objective. Consideration of improvements to the Shared Housing Program will occur at the time 1990 Census data become available and the technical revision is conducted. The Town will continue to encourage private sector construction and rehabilitation and to pursue sub-regional strategies for cooperation in housing-related matters.

TABLE H-6: 1988-95 HOUSING PROGRAM STRATEGY

Income Group	1988-95 Estimated Need	Private Construction [1]	Cottage Housing Rental Program	Shared Units	Total
Very Low	8	0	4	4	8
Low	6	1	2	3	6
Moderate	9	0	5	4	9
Above Moderate	31	31	0	0	31
TOTALS	54	32	11	11	54

[1] Includes one second dwelling unit based on the existing percentage of accessory dwellings.

3.500 HOUSING GOALS, OBJECTIVES AND POLICIES

3.510 GOAL: FACILITATE THE PRIVATE DEVELOPMENT OF HOUSING IN AN ATTEMPT TO MEET THE HOUSING. NEED IDENTIFIED FOR ATHERTON

3.511 OBJECTIVES

A. Realize the construction of approximately 54 new housing units in Atherton from 1988-1995.

B. Endeavor to distribute the above housing by income group as follows:

Income Category	% of Total New Units
Above moderate	57%
Moderate	17%
Low	11%
Very low	15%

Extrapolation of ABAG numbers

C. Encourage innovative design techniques to promote more affordable housing through flexible unit sizes and amenities using ordinance incentives.

3.512 POLICIES

A. Within the limitations of the private housing market the Town shall work with private developers to encourage new housing development.

B. The Town shall encourage the production and availability of more affordable housing through the following methods:

1. Implementation of programs allowing sharing of housing.

2. Changing zoning restrictions (e.g. parking and elderly projects) where appropriate.

3. Encouraging better use of land at densities permitted by the Zoning Ordinance.

4. Encourage rental of existing second units.

5. Continue to implement second dwelling unit ordinance. Consider relaxing standards to encourage additional creation of second dwelling units, provided that the existing character of single-family neighborhoods is not adversely affected.

3.520 GOAL: PROMOTE PRIVATE EFFORTS TO CONSERVE AND IMPROVE ATHERTON'S EXISTING HOUSING SUPPLY

3.521 OBJECTIVES

A. Promote the improvement, maintenance and enhancement of the existing housing stock through ongoing private and public rehabilitation efforts, with the objective of processing 1,000 applications for rehabilitation and home improvement between 1990 and 1995.

B. Obtain support from local lending institutions to provide loans for property improvement.

3.522 POLICIES

A. The Town shall promote conservation and improvement of the condition of its existing affordable housing stock with the goal of conserving all existing affordable units.

B. The Town shall encourage the private provision of second unit dwellings by publicizing the existence of its Cottage Housing Rental Program.

3.530 GOAL: GIVE SPECIAL CONSIDERATION TO THE MAINTENANCE AND EXPANSION OF HOUSING OPPORTUNITIES FOR ELDERLY, HANDICAPPED AND LOW AND MODERATE INCOME AND HOMELESS PERSONS

3.531 OBJECTIVES

A. Enforce uniform building code regulations regarding provision of access for handicapped in residential structures.

B. Support the conservation and development of affordable housing for citizens of modest means.

3.532 POLICIES

A. The Town shall enforce the uniform building code regulations regarding provision of handicapped access in residential structures.

B. The Town shall encourage the production and availability of more affordable housing through the methods described under Goal I.

3.540 GOAL: PROMOTE HOUSING OPPORTUNITIES FOR ALL PERSONS REGARDLESS OF RACE, SEX, MARITAL STATUS, ANCESTRY, NATIONAL ORIGIN OR COLOR

3.541 OBJECTIVES

A. Eliminate discrimination in housing to the extent feasible through Town actions.

3.542 POLICIES

A. The Town shall actively support housing opportunities for all persons regardless of race, sex, marital status, ancestry, national origin or color.

3.600 EFFORTS TO ACHIEVE PUBLIC PARTICIPATION

Broad public participation in the Housing Element Update process has been achieved through the formulation of a committee comprised of a wide range of local residents and public hearings at the Planning Commission and Town Council level, which were publicly noticed pursuant to state law. All interested parties have been invited and encouraged to participate in the formulation of the Housing Element Update.

H-1

ATHERTON GENERAL PLAN

VACANT AND DEVELOPABLE SITES

0 800 2000 5280

SCALE IN FEET

(1) SITES SUITABLE FOR HOUSING (SEE TABLE 3 IN TEXT)	●2 SITES CAPABLE OF DIVISION TO CREATE ONE ADDITIONAL HOUSE
● SITES SUITABLE FOR 1 HOUSE	INSTITUTIONAL LAND USE

4.000 OPEN SPACE AND CONSERVATION ELEMENT

4.100 INTRODUCTION

4.110 Purpose and Content

In order to eliminate duplication, the Open Space and Conservation Elements of the Atherton General Plan have been consolidated into a single document, a procedure authorized by Government Code Sections 65301 and 65302. Programs and policies outlined in this combined Element are to be coordinated with State and Regional open space and conservation policies.

4.120 Relation to Other Elements

In addition to being closely related to one another, open space and conservation relate closely to the Land Use and Circulation Elements. Decisions implemented under policies contained in those Elements could significantly impact upon open space and sensitive environmental features.

4.130 Open Space Land Uses

The State Government Code refers to four different categories of open space:

A. Open space for the preservation of natural resources;

B. Open space used for the managed production of resources;

C. Open space for outdoor recreation;

D. Open space for public health and safety.

4.200 OPEN SPACE AND CONSERVATION GOALS AND OBJECTIVES

For the most part, open space lands in Atherton fall into categories (1) and (3). Much of the open space utilized for resource preservation is privately held, while Holbrook-Palmer Park is the most substantial publicly held open space used for recreational purposes. Lands which are characterized by cross slopes in excess of 30 percent can be classified into category (4) above.

4.210 Goal

To protect both publicly and privately held lands from deterioration of their rural charm, scenic value and environmental equilibrium.

4.220 Objectives

4.221 Preserve presently existing open space, wildlife and vegetation.

4.222 Prevent developmental encroachment on open space and sensitive environmental resources.

4.230 Open Space and Conservation Policies

4.231 The following policies, in addition to those set forth under open space land use policies in the Land Use Element, are intended to help guide decision making in regard to open space and conservation impacts in Atherton.

4.232 The Town shall endeavor to protect scenic resources, significant stands of natural vegetation, wildlife habitat, public safety and significant archaeological resources, both publicly and privately held.

4.233 The Town seeks to preserve the open space characteristics of existing public and private schools, churches, the Circus Club, the California Water Service property and the public parks.

4.234 Holbrook Palmer Park shall serve as the Town's primary outdoor recreational facility subject to the following conditions:

A. The property shall not be used, occupied or operated for commercial or housing purposes except those which are strictly incidental and appropriate to its use as a public recreational park.

B. The Park is to be used for the benefit of the citizens of Atherton.

C. The Park may not be used for political purposes except those which involve the public affairs of the Town of Atherton as a whole.

D. The Park may be rented for use by others in accordance with the standards established by the Parks and Recreation Commission.

4.235 In addition to Holbrook Palmer Park and smaller parks identified on the General Plan Land Use Map, public elementary and high school properties are also available for recreational use.

4.300 ACTION PROGRAM

4.310 Trees shall be preserved wherever possible. This policy shall be explicitly considered during the subdivision process.

4.320 Minimum lot sizes, setback restrictions, height limitations and sign regulations shall be employed to accomplish open space and conservation objectives.

4.330 The Town shall investigate the potential for cooperative recreational use of existing school sites.

5.000 NOISE ELEMENT

5.100 INTRODUCTION

5.110 Purpose

The Noise Element seeks to describe the present and future noise environment of Atherton in an effort to prevent intrusion by harmful and annoying sound levels. Major noise sources are identified, the effects of noise on the community are discussed, and strategies for minimizing unwanted noise are outlined.

5.120 Relation to Other Elements

The Land Use, Circulation and Housing Elements are most closely related to the Noise Element. This is because vehicular traffic, which causes most noise, is largely determined by the land use and circulation pattern, and because people are most sensitive to noise levels which disturb their residential environment.

5.130 General Description

Noise is defined as "unwanted sound" and can be viewed as an adverse environmental impact. Its intensity depends on its effect on the listener. Noise levels are measured on a logarithmic scale in decibels, ranging from 0 to 180. Because the decibel scale is logarithmic, a small decibel change represents a large change in noise intensity; however, it usually takes a change of about 10 decibels before a doubling of loudness is perceived by the human ear. Table N-1 illustrates a variety of commonly encountered noises as measured in decibels.

5.200 THE NOISE ENVIRONMENT IN ATHERTON

Community noise levels vary continuously; therefore all of the individual noise readings must be averaged over a 24-hour period to give an equivalent level. This equivalent noise level, expressed as Ldn (Day-Night Average Level), has been estimated based on traffic counts and train schedules, as well as field measurements, using an electronic noise meter. The resulting noise contours and field measurements have been plotted on Figure N-1 to illustrate areas of significant noise exposure in the Town.

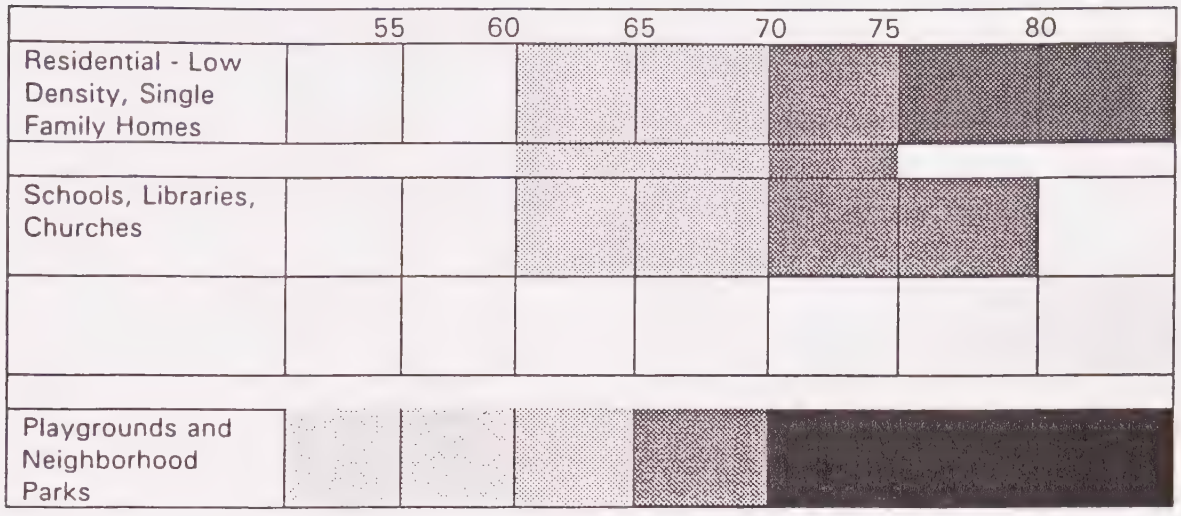
Figure N-1 illustrates that the major contributors to the noise environment in Atherton are transportation sources located in the eastern section of the Town. Lands surrounding El Camino Real and the Southern Pacific Railroad are the primary areas where noise levels reach the 60 to 70 decibel range. To a lesser

extent flights from and to San Francisco International, San Carlos and Palo Alto Airports, and traffic on Interstate 280, contribute to community noise levels. Overall, however, no Atherton residents are subject to prolonged, unacceptable noise levels. This is a critical factor in maintaining the Town's desirability as a residential community.

TABLE N-1: TYPICAL A-WEIGHTED SOUND LEVELS

Dba Sound Source	Listener at:	Reading	Response
Aircraft Carrier Deck Operation		145 130	Painfully loud Limit amplified speech
Jet Takeoff	200 feet	120	
Auto Horn	3 feet	115	Maximum vocal effort
Jet Takeoff Garbage Truck	2000 feet	100	
New York Subway Station Heavy Truck	50 feet	90	Very annoying loudness
Alarm Clock		80	Annoying
Freight Train Freeway Traffic	50 feet	70	Telephone Use Difficult
Air Conditioning Unit	20 feet	60	Intrusive noise levels
Light Auto Traffic	100 feet	50	Quiet
Residential Living Room	40 feet		
Library	soft whisper at 20 feet	30	Very Quiet
Broadcasting Studio	10 feet just audible; 0 threshold of hearing	20	

EXHIBIT N-2: LAND USE COMPATIBILITY FOR COMMUNITY NOISE ENVIRONMENTS



Legend:

Normally Acceptable	Conditionally Acceptable	Normally Unacceptable	Unacceptable

In terms of future noise impacts, traffic increases along inter-regional roadways will be the largest contributor to heightened community noise levels. Increased traffic volume along El Camino Real will result in a widening of the 60 dBA noise contour by approximately 75 feet by 2005. Although forecasts of freeway traffic volumes are not available, similar increases along Interstate 280 would widen its 60 dBA contour by roughly 110 feet. Thus, it appears probable that a higher number of Atherton properties will be located in areas defined as noise sensitive in the future.

5.300 RELATION OF NOISE ELEMENT TO STATE ADMINISTRATIVE CODE

Title 25 of the California Administrative Code requires that an acoustical analysis be prepared for new hotels, motels and multiple-family dwellings which are to be located where the CNEL is greater than 60 CNEL outdoors. Although Atherton contains no land uses of this nature, detailed acoustical analysis is sometimes required for residential uses in high impact areas. The acoustical report must discuss how the exterior noise levels can be controlled to 60 CNEL, and how the noise environment inside these structures can be controlled to not exceed 45 CNEL. The acoustical analysis is appropriately included as part of an Environmental Impact Report, or can be a separate report accompanying the building permit application when no EIR is required.

5.400 INTERPRETATION OF THE LAND USE COMPATIBILITY CHART

5.410 Normally Acceptable

The range of noise levels in this category are compatible with the specified land use type. No special noise insulation is required in buildings of conventional construction.

5.420 Conditionally Acceptable

The range of noise levels in this category are higher than those normally acceptable for the specified land use type. A detailed acoustic study should be undertaken to set forth design features that will reduce exterior noise levels and/or for construction to control the amount of exterior noise reaching interior use spaces.

5.430 Normally Unacceptable

New construction or development of the specified land use type should be discouraged. If development is to proceed, a detailed acoustic study must be prepared and needed noise insulation features incorporated into the design.

5.440 Unacceptable

New development of the specified land use type should not be undertaken when the site falls within the range of noise levels in this category.

5.500 NOISE MITIGATION METHODS

In situations where the range of noise levels are higher than that considered normally acceptable for a specified land use type it may be possible to reduce the effective noise level to achieve better compatibility. Each site has its own characteristics and problems, thus mitigation measures which are effective for one project may not apply to another. For this reason, it is not appropriate to predetermine the method by which noise levels should be reduced or controlled throughout the community. Regardless of the mitigation measure or combination of measures which is used, it is almost always less costly to include the mitigation in the design phase rather than dealing with the problem later. At the present time, there is no need for systematic enforcement of noise mitigation techniques discussed below. If in the future the Town Council deems appropriate, a program for implementation of mitigation measures will be developed.

The measure or combinations of measures that can be used to mitigate noise fall into four general categories:

A. Site Planning
B. Architectural Treatment
C. Noise Barriers
D. Construction Modification

5.510 Site Planning

By taking advantage of the natural shape and contour of sites it is often possible to orient buildings and other uses in a way that will reduce or eliminate noise impact. The ways in which site planning can be used to reduce noise impacts are as follows:

A. Increase the distance between the noise source and the receiver.

B. Place non-noise sensitive land uses (parking lots, maintenance facilities, utility areas) between the source and the receiver.

C. Use non-noise sensitive structures (garages) to shield noise sensitive areas.

D. Orient buildings so outdoor areas are shielded from noise.

5.520 Architectural Layout

By attention to the types of uses being accommodated in a structure, the noise-sensitive uses can be moved to the quiet side of the building. Some typical examples are listed:

A. Put bedrooms on the side of the house farthest from roadways.

B. Do not locate outdoor balconies or patios facing major roadways.

C. Design "U" shaped buildings to shield patios.

5.530 Noise Barriers

Solid barriers between the noise source and the noise-sensitive area block out sound waves. The minimum acceptable surface weight for an effective noise barrier is four pounds per square foot (equivalent to 3/4 inch plywood) with no cracks or openings. To be effective, the barrier must interrupt the line of sight between the noise source and the receiver. Noise barriers are created by topographical features in some situations. Earth berms can be created by grading to achieve the same result. It should be noted that short barriers are not effective regardless of height because sound waves will pass around the end of them and

still reach the receiver. This effect, called flanking, can be minimized by bending the wall or barrier back from the noise source at the ends of the barrier.

5.540 Construction Modification

Indoor noise levels due to exterior noise sources can be controlled by the noise reduction characteristics of the building's shell. In general, windows and doors are the weakest links in the acoustic skin of a building. The amount of insulation and sealing required depends on the amount of noise reduction required. The following approaches may be considered:

A. Use solid core doors having an acoustic door gasket.

B. Use double paned glass or gasketed window systems.

C. Add insulation material to walls, ceilings and floors.

5.600 NOISE ELEMENT GOAL

To maintain the serene atmosphere of the Town by minimizing the intrusion of noise generating activities.

5.700 NOISE ELEMENT POLICIES

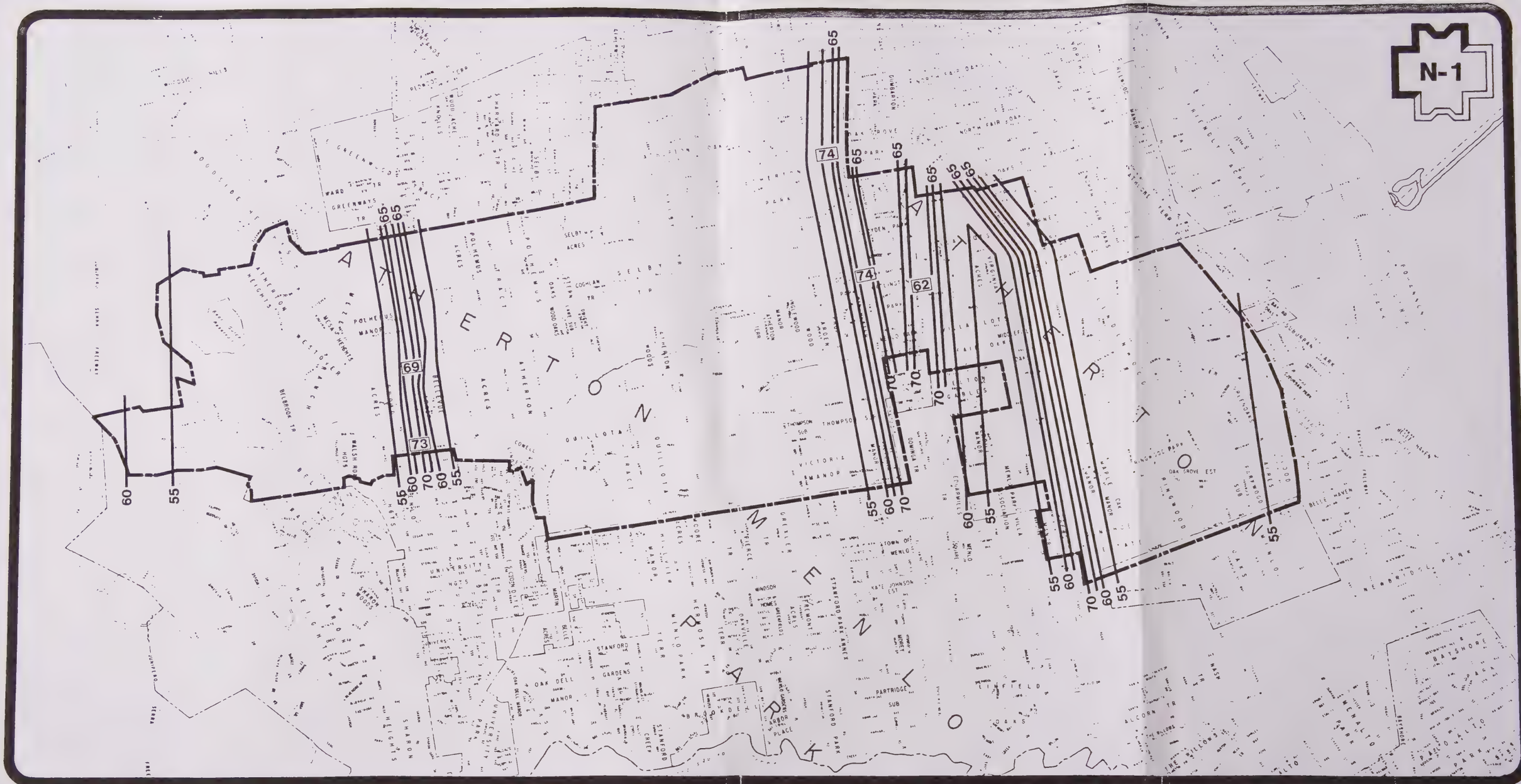
5.710 A survey of noise contours has been conducted in accordance with Section 65302(G) of the Government Code and accompanies this Element.

5.720 Information contained in the survey of noise contours shall be used as a tool for land use decision making.

5.730 If complaints about noise increase in the future, procedures for dealing with complaints in the community will be established.

5.740 Minimum Contents of Acoustical Reports - Site specific reports should contain a brief description of the project and the sensitivity of the land use type to noise, an accurate map describing the setting with surrounding uses and noise sources identified, and a quantitative description of the noise environment. For multi-story structures, the report should discuss noise effects for the upper floors. Field noise sample measurements should be taken over several days and the average CNEL calculated should be based on daytime, evening and nighttime readings. If the project is located within the vicinity of a previously collected measurement, as shown on the contour map, a measurement should also be duplicated at that point for purposes of updating the Community Noise Level Contour Map.

5.750 Qualifications for Preparing an Acoustical Report - Noise reports should be prepared by an acoustical engineer holding a degree in engineering, architecture, physics or allied discipline able to demonstrate a minimum of two years experience in the following areas of acoustics: transportation noise forecasting, building acoustics, field measurement of noise and noise mitigation.



ATHERTON GENERAL PLAN

0 800 2000 5280
SCALE IN FEET

1986-1987 NOISE CONTOURS

65 EQUIVALENT NOISE LEVEL, dBA
Ldn CONTOURS

72 FIELD MEASUREMENT (1989)
Leq

6.000 COMMUNITY SAFETY ELEMENT

6.100 INTRODUCTION

6.110 Purpose

The Safety Element is intended to describe natural and man made disasters which may pose a hazard to the residents of Atherton. It sets forth policies for responding to threats to public safety.

6.120 Relation to Other Elements

The Safety Element is closely related to the Circulation, Land Use, Open Space and Conservation Elements.

6.130 General Description

The County of San Mateo, through its Area Disaster office, maintains an emergency plan for the County-wide area. The plan describes responsibilities for the coordinated response actions in the event of a disaster. Within that document are found specific plans for earthquake response, hazardous materials incident response, and multi-casualty incident response.

Types of emergencies which could occur in Atherton include a major fire, earthquake, hazardous chemical spill or multi-casualty incidents. The likelihood of such an occurrence necessitates that the community prepare appropriate response procedures. Fire safety and hazardous chemical spills are primarily the responsibility of the Menlo Park Fire Protection District. Multi-casualty incidents involve all public safety agencies. Consequently, this element focuses on Seismic Hazards.

6.200 SUMMARY OF SEISMIC HAZARDS IN ATHERTON PLANNING AREA

The primary seismic threat to the Town of Atherton is represented by the San Andreas fault and its attendant rift valley which lies approximately five miles to the west of the Town. This fault has a long history of earthquake activity. While there are no known active or potentially active faults within the Town of Atherton, it is subject to periodic, very strong earthquakes which originate either on the San Andreas or from the Hayward and Calaveras faults in the East Bay. Most geologists agree that an earthquake of comparable magnitude to that which occurred in 1906 may well be experienced by the current generation of Bay Area residents.

Seismic hazards associated with earthquakes include the following:

A. Surface Faulting - which is usually limited to a narrow zone along the fault which is undergoing rupture.

B. Ground Shaking - which poses the most serious potential hazard to Atherton.

C. Ground Failure - in which the ground no longer holds together as a result of strong earthquake shaking, causing damage to buildings and other structures.

D. Seismically Induced Water Waves - which are caused by ground vibrations during an earthquake.

In the future the major source of earthquake damage is likely to come from the San Andreas fault system, including the Hayward fault and the Calaveras fault branches in the East Bay area. The worst possible earthquake magnitude should not exceed the 1906 level of 8.3 on the Richter Scale, according to authorities. The principal effect of such an earthquake in most of the Town will be the sudden, unexpected initiation of a strong shaking motion of the ground, which will last approximately one minute. This ground shaking can be expected to be hazardous to people during the earthquake.

Evacuation Routes, Peak Load Water Supply Requirements and Fault Zones

Pursuant to the State Planning Guidelines, evacuation routes have been designated below. Also, State Planning Guidelines require the Safety Element to include a statement specifying the peak load water supply requirements for the Town. Peak load water supply requirements currently average just under five million gallons per day during the months of August and September. A map illustrating the proximity of the Town to major earthquake faults has been included in this element.

6.300 SAFETY ELEMENT POLICIES

6.310 The Town recognizes the potential danger to public safety that may result from natural or man made causes and seeks to minimize the public risks in such hazards.

6.320 The emergency evacuation routes established in this General Plan Element are El Camino Real, Middlefield Road, Marsh Road, Alameda de las Pulgas and Valparaiso Avenue.

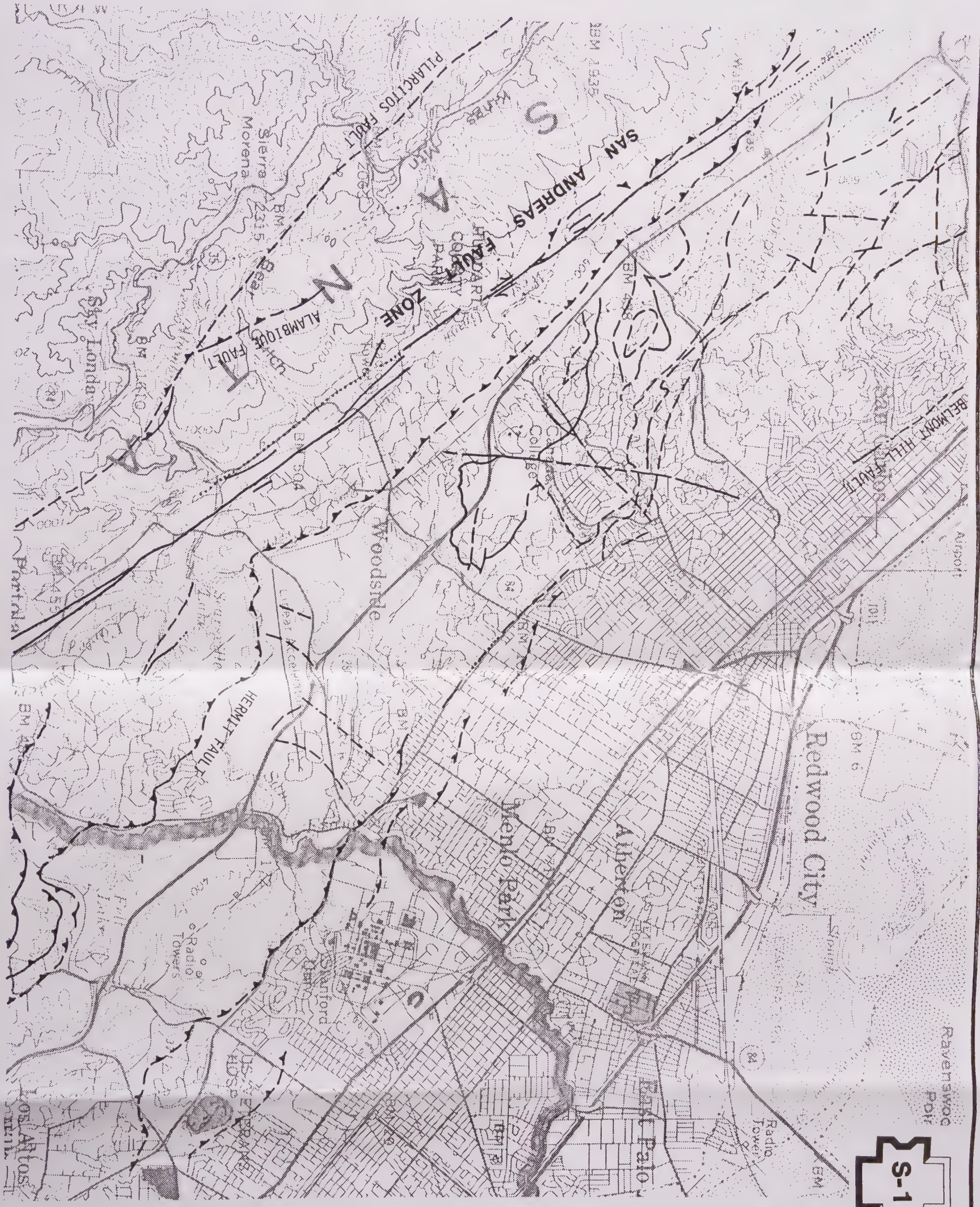
6.330 Minimum road widths and clearances around structures shall be in accordance with generally recognized minimums consistent with fire protection.

6.340 Emergency service personnel shall maintain high levels of effort in areas of emergency preparedness training, action plan development and drills, education and new techniques for community response and prevention, and inter-agency cooperation for public safety.

6.350 The Town shall incorporate geotechnical hazard data such as the fault map contained in this document into future land use decision making, site design and construction standards.

6.360 Public education, research and information dissemination on seismic hazards and emergency response shall be encouraged.

6.370 The Town shall seek to improve interjurisdictional cooperation with other agencies for geotechnical safety in land use planning, hazard evention and emergency response.



Proximity to Major Earthquake Faults

SCALE 1:62,500

MAHTIN · CARPENTER · ASSOCIATES
CITY AND REGIONAL PLANNERS

FAULTS: DASHED WHERE APPROXIMATELY LOCATED; DOTTED WHERE CONCEALED

FAULTS: HIGH ANGLE - ARROWS INDICATE DIRECTION OF RELATIVE MOVEMENT

FAULTS: THRUST - SAWTEETH ON UPPER PLATE

SOURCE: U.S.G.S.

7.000 APPENDIX A

7.100 POPULATION CHARACTERISTICS

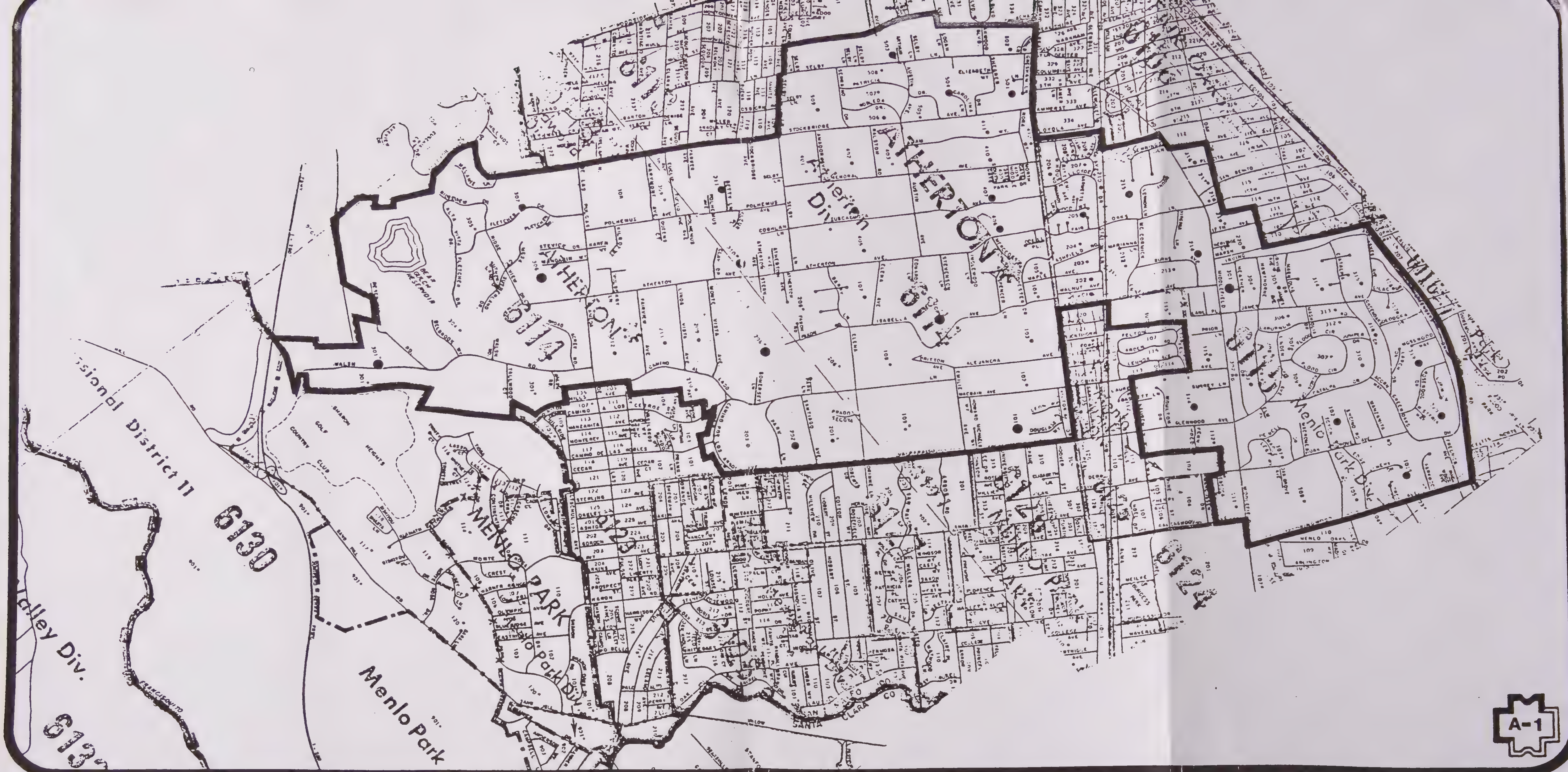
7.110 Population Trends

At the time of incorporation, in 1923, the Town of Atherton had a population of 650 people. Over the next three decades, the town expanded to 3,630 people. The most significant growth took place between 1950 and 1960 when the population more than doubled to 7,717 people. Population growth slowed dramatically in the following decade and reached a peak by 1970 of just over 8,000. The 1980 Census counted 7,797 people, a 3.5 percent decline from 1970.

TABLE A-1: HISTORIC POPULATION TRENDS AND PROJECTIONS

Year	Population	Source
1923	650	Historic Publication, City of Atherton[1]
1950	3,630	U.S. Census
1960	7,717	U.S. Census
1970	8,085	U.S. Census
1985	7,518	U.S. Census
1990	7,452	U.S. Census
1995	7,517	U.S. Census
2000	7,657	U.S. Census

[1] Bush, Sarah and Genevieve Merrill, Atherton Lands 1979; printed privately.



CENSUS AREAS AND POPULATION

0 2000
Scale in Feet

TOTAL POPULATION (1970)

- • 10 to 50
- • 51 to 100
- • 101 to 200
- ● Over 200

The decline in population which took place in Atherton over the last decade compares to a County-wide increase of 5.7 percent and an overall increase in the Bay Area of 8.9 percent.

The Census Areas and Population Map, Exhibit A-1, shows the general distribution of the Atherton population in 1970. Census data is aggregated according to census blocks. On the map, circles of various sizes are used to represent the population magnitude in a particular block. The symbols appear next to the block numbers.

TABLE A-2: RECENT TRENDS IN LOCAL AND REGIONAL POPULATION

	Atherton 1970 [1]	Atherton 1980 [2]	San Mateo County 1970 [1]	San Mateo County 1980	Bay Area 1970 [3]	Bay Area 1980 [2, 3]
Total Population	8,085	7,797	556,234	588,164	4,174,562	4.547,792

7.112 Age Characteristics

In 1970, the percentage breakdown of Atherton residents in various age groups closely corresponded to the County-wide percentages. Out of a total of 8,085 people, 32 percent were children under 18, 60 percent were between the ages of 18 and 64, and approximately 8 percent were seniors 65 and over.

The 1980 Census revealed an overall aging of the population. The percentage of young people under age 18 declined to 24 percent. The percent of people between the ages of 18 and 64 increased slightly to 63 percent, and the number of seniors increased to nearly 13 percent. County-wide trends were comparable.

TABLE A-3: AGE CHARACTERISTICS

Age Groups (Total Population)	Atherton 1970 Number of Persons [1]	Percent	Atherton 1980 Number of Persons [2]	Percent	San Mateo County 1970 Percent [1]	San Mateo County 1980 Percent [2]
Persons under 18	2,588	32.0	1,859	23.8	32.0	23.6
Persons Age18-64	4,884	60.4	4,935	63.3	60.3	65.8
Persons Age 65 +	613	7.6	1,003	12.9	7.7	10.6

Senior citizen residences in Atherton are essentially evenly distributed throughout the community. When examining the 1970 Census Block statistics it was revealed that only five of the ninety-seven census tract blocks contained no

[1] U.S. Census 1970
[2] U.S. Census 1980
[3] Includes Alameda, Contra Costa, Marin, San Franicsco, San Mateo and Snata Clara Counties.

seniors. The remainder of the blocks included an average of approximately 14 percent seniors as a proportion of their total population, with only a slight degree of variation.

7.113 Ethnic and Racial Characteristics

Over the past decade the proportion of black and other racial groups in Atherton has increased slightly. The increase in racial mix is not comparable to the County pattern, however, as shown in Table A-4. Additionally, in 1980 there were 260 people of Spanish origin residing in Atherton, amounting to 3.3 percent of the total population.

TABLE A-4: RACIAL CHARACTERISTICS

Racial Group (% Total Population)	Atherton 1970 [1]	Atherton 1980 [2]	San Mateo County 1970 [1]	San Mateo County 1980 [2]
White	99.7	94.3	91.3	78.1
Black	0.3	0.5	4.7	6.0
Other	0.0	5.2	4.0	15.9

7.120 Employment Characteristics

7.121 Employment Pattern

Although it is most likely that employment patterns have shifted since 1970, the best available data shows that the unemployment rate was higher for women (6.3 percent) than men (3.3 percent) at that time and that 28.6 percent of the female population (over age 16) belonged to the labor force while 71.7 percent of the males were included in the labor force. This compares to the County-wide figure of 81.6 percent of the male population belonging to the labor force and 46.0 percent of the female population included in the labor force.

[1] U.S. Census 1970
[2] U.S. Census 1980

TABLE A-5: EMPLOYMENT PICTURE

	Persons 16 Yrs. Old Number in and Over Labor Force	Number in Labor Force		Number Employed		Number Unemployed		Percent Unemployed	
	1970	1970 [1]	1980 [2]	1970 [1]	1980 [2]	1970 [1]	1980 [2]	1970 [1]	1980 [2]
Males	2964	2125		2055		70			3.3
Females	2937	839		786		53			6.3

7.122 Type and Location of Employment

The most frequent occupation types given by Atherton residents in 1970 were professional and managerial jobs. The second most significant were sales workers and clerical positions. Other relatively frequently mentioned professions included craftsmen, service workers and private household workers.

TABLE A-6: EMPLOYMENT BY OCCUPATION

Occupation Type	1970 [1] Number Employed	1980 [2] Number Employed	1970 [1] Percent Citywide	1980 [2] Percent Citywide
Professionals	827	986	29.1	29.7
Managers	844	940	29.7	28.3
Sales Workers	335	529	11.8	15.9
Clerical	299	249	10.5	7.5
Craftsmen	108	99	3.8	3.0
Operatives (except Transport)	59	47	2.1	1.4
Transport Equipmen Operatives	35	22	1.2	0.7
Laborers (Except Farm)	65	70	2.3	2.1
Farm Laborers	24	90	0.9	2.7
Service Workers	128	202	4.5	6.1
Private Household Workers	117	89	4.1	2.6
TOTAL	2841	3323	100.0	100.0

[1] U.S. Census 1970
[2] U.S. Census 1980

Although it is yet to be confirmed upon availability of 1980 census data, it is likely that the job market area for Atherton residents is spread predominantly between San Francisco and the San Francisco Peninsula Counties, as it was in 1970. The only employment opportunities available in Atherton are those related to service and private household work. For most residents, Atherton functions as a "bedroom" community for a wider employment market area. All commercial support facilities for Atherton are located outside the city limits predominantly in Menlo Park and Redwood City. Likewise, business and industrial land uses are not found in Atherton, with the exception of three nonconforming uses.

7.130 Population and Employment Projections

According to the Association of Bay Area Governments (ABAG) publication, Projections '79, the population of Atherton has approached capacity and will likely fluctuate at or near the 8,000 person level to the year 2000. Their projections are listed earlier in this Appendix, in Table A-1.

The Town of Atherton is not likely to experience a significant increase in local employment opportunities. Commercial and industrial land uses are not now permitted to locate in Atherton and it is envisioned that they will not be permitted in the future. Service workers and private household workers are the predominant local occupations at the present time and it is anticipated that opportunities for future local jobs will be in these categories.

7.140 Housing and Household Characteristic

7.141 Housing Units and Mix

A total of 2,496 housing units were counted in Atherton during the 1980 Federal Census, 103 units more than in 1970. The Census figures further revealed that the household size declined in 1980 to 3.0 persons per dwelling unit, from 3.5 persons per unit in 1970. The City of Atherton counts their housing units at 2,318 at the date of this writing, but does not include group quarters in this count. All of the housing units in Atherton, with the exception of group quarters, are single-family homes. The 1970 Census counted 86 dwelling units in group quarter structures of over 10 or more units. The two group quarter facilities in Atherton are Sacred Heart Private Schools, housing 30 to 40 active and retired nuns and 50 resident students, and Menlo College with a current on-campus residency of between 400 to 500 students and 80 to 90 faculty, staff, and their families.

TABLE A-7: HOUSEHOLD SIZE AND NUMBER OF DWELLING UNITS

	All Units	Vacant (Percent)	Population Per Occupied Unit	Total Population
1970 U.S. Census	2,393	3.2	3.5	8,085
1980 U.S. Census	2,496	1.5	3.0	7,797

7.141 Housing Condition

The median age of residential structures in Atherton is between 30 and 40 years old. There has been no significant construction of housing since the 1960's, and the most significant growth period was in the 1950's when nearly half of Atherton's current housing units were built.

TABLE A-8: AGE OF HOUSING UNITS [1]

Year Structure Built	1939 or earlier	1940-1949	1950-1959	1960-1969	After 1969
Percent of Total Units	0.1	12.9	44.0	16.1	26.9

According to City officials, the condition of nearly all residential structures in Atherton is well-maintained. Renovation permit requests are common according to Building Department records. There are no areas or structures in need of major rehabilitation or replacement.

7.143 Housing Tenure

The 1970 Census indicates that over 64 percent of the housing units in Atherton were occupied by their current residents for over ten years. The long term residency in Atherton is likely related to the high proportion of ownership units in the City. Census data from 1970 indicated a breakdown of 83 percent ownership to 17 percent rentership. By 1980 that proportion had shifted to 94 percent ownership and six percent rentership.

[1] Based on 1970 Census data. Does not include units constructed after 1970.

TABLE A-9: HOUSING TENURE 1970 CENSUS DATA

	Years at Present Address				
	March 1968-1970	1965-1967	1960-1964	1950-1959	1949 and Prior
Percent of Total Units	17.1	17.6	26.3	26.4	12.6

7.144 Household Size

The population of Atherton is fairly evenly dispersed throughout the community in a low-density single family home development pattern. Exhibit A-1 of this Plan Element Appendix indicates the number of people who live in each Census tract block and presents a graphic representation of population density and housing unit distribution. The two greatest concentrations of population are housed in the group quarters for Menlo College and those for Sacred Heart.

The median household size for all residential units in Atherton was 3.0 persons, according to 1980 Census data. For owner occupied units the median was slightly higher at 3.2 persons per unit, and for renter occupied units it was lower than the overall median at 2.3 persons per unit.

A comparison of Census data from 1970 and 1980 reveals that the mean population per dwelling unit has declined in Atherton over the past decade from 3.5 persons per unit to 3.0 persons per unit. The 0.5 person decline in Atherton mean household size compares to a County-wide decline from 2.9 persons per unit in 1970 to 2.5 persons per unit in 1980.

A total of 43 units in Atherton contained 1.01 or more persons per room in 1970. The location of these overcrowded units is provided in the following table, and by referring back to Exhibit A-1, the Census Areas Map.

TABLE A-10: OVERCROWDING

Census Tract	Number of Units in the Block with 1.01 or more person per room	Block Numbers			
6114	1	101	104	209	308
		408	410	411	501
	2	301	305	307	405
		407			
	3	206	406		
	4	106	306		
	5	310			
6115	1	202	205	215	220
		301	317		

7.145 Building Permit Activity

The following table summarizes the building permit history in Atherton from 1967 to the present. Information was collected directly from City records.

TABLE A-11: BUILDING PERMIT HISTORY

Year	New Dwellings	Alterations	Demolitions
1981	7	389	0
1980	7	432	0
1979	6	401	0
1978	18	403	1
1977	13	440	0
1976	28	342	1
1975	15	285	0
1974	17	343	0
1973	17	335	0
1972	13	299	0
1971	11	240	1
1970	8	267	0
1969	18	289	0
1968	11	299	0
1967	10	338	0

Analysis of the 15 year summary shows that an average of 13 permits a year have been issued for new dwellings. Additionally, permits for an average of 340 alterations per year have been issued over the past 15 years. A total of three demolitions, or one every five years, has taken place. A considerable decline in the number of new unit permits has been observed over the past three years.

7.146 Housing Cost and Household Income

Data available for detailed economic analysis of housing cost is the 1970 U.S. Census data. The median home ownership cost at that time was over $50,000. The median monthly rent was $150 in 1970. That compares to the overall county median sales price of $30,400 and rent median price of $154.00 in 1970.

TABLE A-12: HOUSING COST

Value ($) 1970	Percent of Owner Units 1970
Less than 10,000	0.2
10,000 - 14,999	0.3
15,000 - 19,999	0.8
20,000 - 24,999	6.7
25,000 - 34,999	9.6
35,000 - 49,999	7.7
50,000 or more	74.7
Median over 50,000	

TABLE A-13: CONTRACT RENT

Monthly Rent ($) 1970		Percent of Renter Occupied Units 1970
From	To	
	30	1.0
30	39	0.3
40	59	1.5
60	79	1.0
80	99	3.0
100	149	44.2
159	199	20.1
200	249	11.1
	No cash rent	9.3
	Median $150	

In general, the cost of home ownership in Atherton in 1970 was well above the County median, at least 64 percent higher. Likewise, the median and mean income levels of Atherton families were over 100 percent higher than Countywide figures. On the other hand, contract rent levels in 1970 were shown to be slightly below the County median, approximately two percent less. This is attributable to the cost of Menlo College residence hall facilities, which are considerably lower than apartment rents in surrounding communities.

An analysis of 1980 census data on housing costs revealed that the median priced ownership unit in Atherton was $200,100, and the median rent increased to $501 over the ten year period.

TABLE A-14: INCOME IN 1969 OF FAMILIES

Income Level ($)		Number of Households	Percent
From	To		
1,000		35	1.7
1,000	1,999	39	1.9
3,000	8,999	139	6.7
9,000	11,900	120	5.8
12,000	14,999	90	4.3
15,000	24,999	513	24.7
25,000	49,999	741	35.6
50,000	and over	403	19.3
Median		$28,544	
Mean		$34,304	

8.000 APPENDIX B

8.100 EXPLANATION OF SUITABILITY CLASSIFICATION SYSTEM

Each individual parcel was examined for the following infrastructure and environmental constraints, and a value was assigned for each parameter.

Parameter	Value	
1. Availability of Roads	Yes - 0	No - 1
2. Wildland Fire Hazard	Yes - 1	No - 0
3. Unacceptable Noise Impacts	Yes - 1	No - 0
4. Biotic Resource Conflicts	Yes - 1	No - 0
5. 100-Year Flood Zone or Dam Inundation	Yes - 1	No - 0
6. Geotechnical Hazards		
Alluvial Fans	Type A - 1	Type B - 0
Upland Bedrock	Type A - 1	Type B - 2

Scores were added for each parcel. Any parcel with a total of 0 or 1 was assigned Class A Suitability rating. Any parcel with a total of 2 to 5 was assigned a Class B Suitability rating. Any parcel with a total of 6 was assigned a Class C Suitability rating.

9.000 APPENDIX C

9.100 ATHERTON PERMIT FEES

PLANNING AND ZONING	
Variance:	$300 plus $25.00 for each variance attached to original application
Conditional Use Permit	$400
Front-Rear Yard Redesignation	$100
Zoning Ordinance Amendment	$900
Subdivision:	
Lot Line adjustment	$225
Tentative (minor) Subdivision (2-4 lots)	$800
Tentative (major) Subdivision (5 + lots)	$800 plus $50 per lot
Final Map	$200
Fence Height Variance	$75
Environmental Impact Review	Initial study included in all of above, EIR assessment and EIR preparation by estimate.

OTHER CHARGES	
Fingerprint cards (2):	$5
Copies of Police Reports	
1-3 pages	$5
Each additional page	$1
Copies of public documents	$0.25 per page
Copies of other documents	$1.00 per page
Photographs	$10
Zoning Ordinance	No charge to residents, $5 to non-residents
Microfilm (for plan storage)	$2 per sheet
Town maps	$1, $5, $25 (depending on size)
Records search	No charge (owner occupied), $10 per hour, or any fraction thereof (non-owner occupied)

Note: Fees are subject to change upon adoption of City Council Resolution.

GRADING PERMIT FEES					
50 yards or less		$12.00	10,001	-20,000	$154.00
51	-100	27.00	20,001	-30,000	191.00
101	-200	32.00	30,001	-40,000	228.00
201	-300	39.00	40,001	-50,000	265.00
301	-400	46.00	50,001	-60,000	302.00
401	-500	53.00	60,001	-70,000	339.00
501	-600	60.00	70,001	-80,000	376.00
601	-700	67.00	80,001	-90,000	413.00
701	-800	74.00	90,001	- 100,000	450.00
801	-900	81.00	100,001	- 110,000	487.00
901	- 1,000	88.00	110,001	- 120,000	508.00
1001	- 2,000	100.00	120,001	- 130,000	529.00
2001	- 3,000	106.00	130,001	- 140,000	550.00
3001	- 4,000	112.00	140,001	- 150,000	571.00
4001	- 5,000	118.00	150,001	- 160,000	592.00
5001	- 6,000	124.00	160,001	- 170,000	613.00
6001	- 7,000	130.00	170,001	- 180,000	634.00
7001	- 8,000	136.00	180,001	- 190,000	655.00
8001	- 9,000	142.00	190,001	- 200,000	676.00
9001	-10,000	148.00	200,001		697.00

For quantities more than 200,000 cubic yards, add $17.00 for each additional 10,000 cubic yards or fraction thereof.

BUILDING PERMIT FEES

The Town Building Department retains a table of Building Permit fees. The fees are assessed on the basis of the value of the improvement, ranging from $15.50 for up to a $500.00 improvement to $1,281.00 for a $243,001-$244,000 improvement.

PLUMBING, ELECTRICAL AND OTHER FEES

Fees for inspection of all plumbing, electrical, mechanical or other assorted fee range between $2.00 and $50.00.

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11.000 LIST OF PERSONS CONTACTED

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